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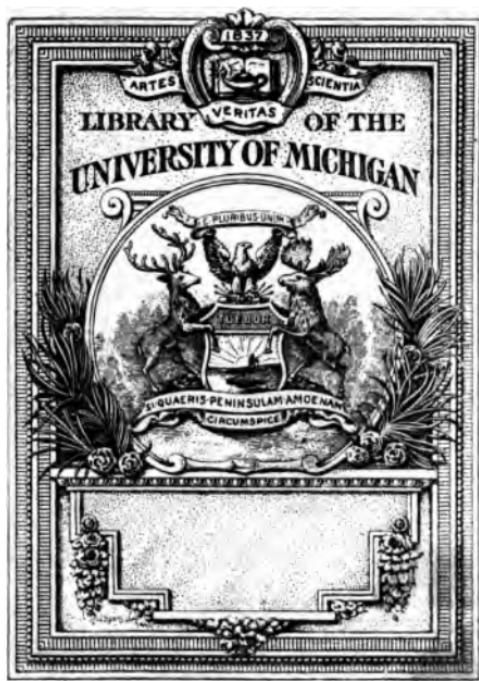
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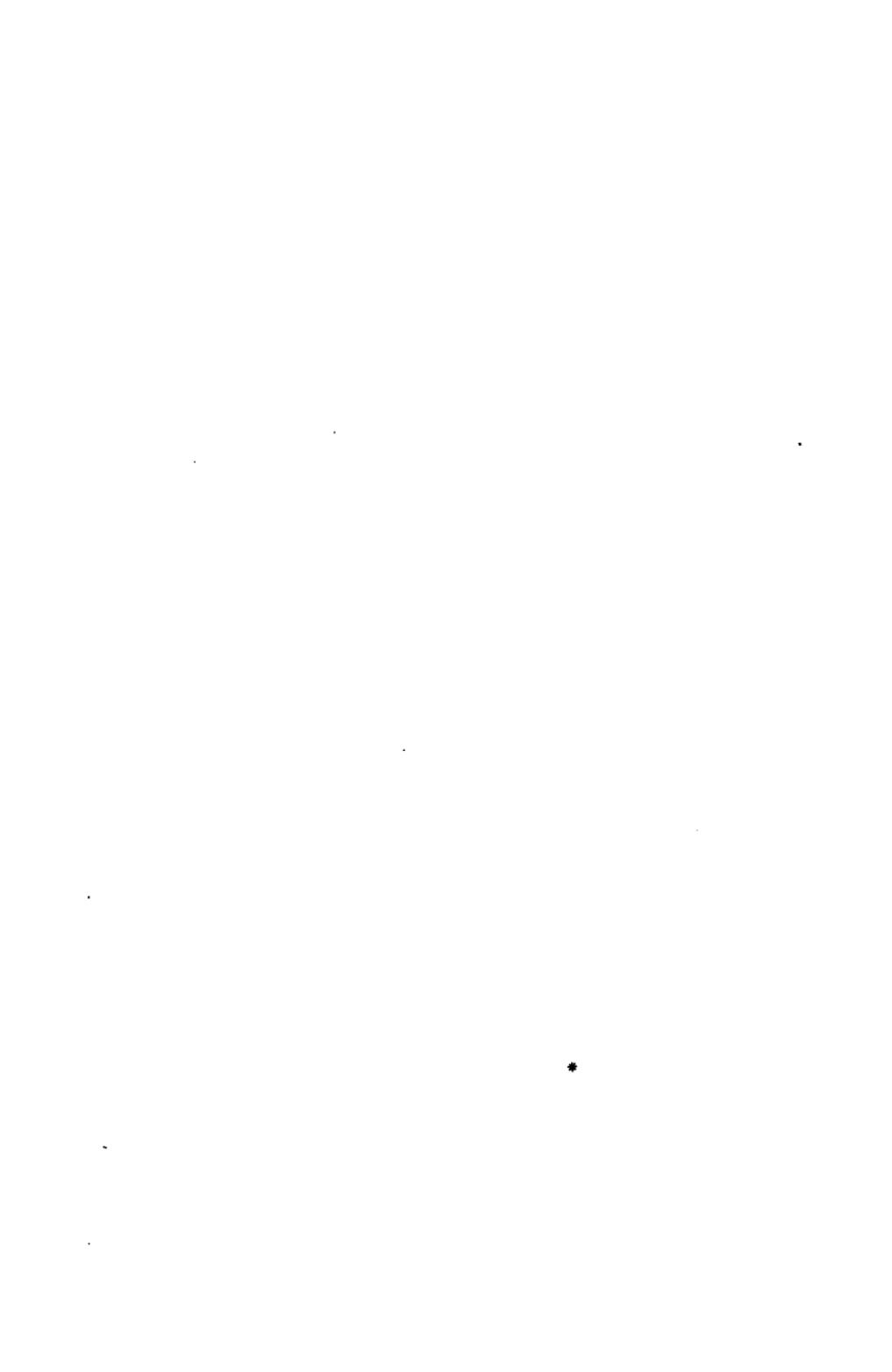
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OUR NATIONAL EDUCATION



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NATIONAL EDUCATION

OUR NATIONAL EDUCATION

BY

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SCHOOL BOARD

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I

TECHNICAL INSTRUCTION

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I

TECHNICAL INSTRUCTION

TECHNICAL instruction may be generally defined as such specialised instruction as fits a person for any trade or profession. It may range from the adult instruction of the physician, the clergyman, the lawyer, the artist, through the preparation which is linked on to the secondary education of the middle class, and may begin for certain occupations in early childhood. The infant in Bethnal Green who helps his parent to make match boxes by the gross, the girl of twelve who goes to a dancing school with a view to entering the *corps de ballet*, are all receiving technical instruction.

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But the community at this moment are concerned with those forms of technical instruction which need and deserve public organisation and support.

The Act of 1889 (52 and 53 Victoria, c. 76) lays the foundation of public, systematic recognition of technical instruction as part of the duty of local authorities. That Act works partly by exclusion. No technical instruction given to scholars working in the standards of an elementary school may be aided by the local authority. This limitation not only excludes the mass of the scholars in elementary day schools from the operation of the Act: it also excludes those scholars in evening continuation schools who are receiving instruction in the more elementary section of those schools.

The definition clause of the Act is very

wide, and includes many things which are not, in the ordinary sense of the term, technical instruction. It includes instruction in the principles of science and art applicable to industries, and the application of special branches of science and art to specific industries or employments ; it includes all the branches of science for which grants are for the time being made by the Department of Science and Art, and any other form of instruction, including modern languages and commercial and agricultural subjects, which may for the time being be sanctioned by the Department of Science and Art on the representation of a local authority.

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The Act of 1889

But under this Act technical instruction is not to include teaching the practice of any trade or industry or employment. It will be seen by this that technical instruction as aided by this Act is wider, and also narrower, than the technical instruction in the common or reasonable signification of the term.

Obviously there are many subjects, the knowledge of which may be useful or necessary as a groundwork of technical skill, which are not therefore technical instruction because they are part of general instruction.

Thus, of the sciences enumerated in the *Science and Art Directory*, mathematics, mechanics, sound, light and heat, magnetism and electricity, chemistry,

physiography, geology, mineralogy, biology, human physiology, zoology, botany, hygiene are not strictly technical instruction, though some knowledge of them may enter into a scheme of technical instruction. So, too, elementary drawing is now recognised as a general part of all elementary education, and therefore ought not necessarily to be considered technical instruction.

Again, some subjects may fairly be considered technical for men and not for women. Thus the acquisition of the art of cookery in the case of a man might be considered strictly technical and even as passing into the forbidden region of the teaching the practice of a trade, industry, or employment. In the case of girls the Education Department considers cookery so desirable a branch of general education, that girls are not permitted to earn grants

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for drawing unless there are also facilities for teaching them cookery.

The same may be said of needlework. In the case of boys and men, instruction in this subject might be thought to be teaching the practice of the trade of the tailor. In the case of girls and women, needlework, dressmaking, and cutting out are part of the natural equipment of the well-taught women of the working class at any rate, if not of those who are better off.

Apparently what was in the mind of the framers of this Act of 1889 was such specialised secondary instruction as may by a liberal construction be of material service in fitting young people for industrial or commercial life; but the giving of a marked and definite course of instruction closely connected with a trade was not approved.

Nevertheless the teaching of some of the sciences named in the *Directory* can hardly be distinguished from teaching the practice of certain employments. Thus building construction and naval architecture seem identical with what an apprentice or articled student would learn in the office of an architect, or surveyor, or shipbuilder.

Specialised Teaching in Elementary Schools

In short, while certain subjects have been capriciously allowed and disallowed by the Science and Art Department on various applications of local authorities, no clear principle can be laid down; and, indeed, the law does not furnish any very adequate means of restraining local authorities from using their own judgment.

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Certainly many of the County Councils have employed lecturers to teach to the agricultural population the practice of such employments as gardening, bee-keeping, and many others which may be found enumerated at page 1 of the Appendix of the Science and Art Report, 1898.

The authorities expressly recognised by the Act of 1889 were County Councils, borough councils, and any urban sanitary authority. Of these there are more than a thousand in England and Wales. But in addition to these authorities the rights of School Boards to give technical and manual instruction were reserved.

Thus, since School Boards and managers of other elementary schools had for many years possessed, and used, the right of conducting classes under the Science and Art Department, there are in our towns generally both School Boards and other

local authorities, all entitled to give similar instruction, but the non-educational authorities are now specially aided by a State subvention of more than £700,000 a year. It may be mentioned that by the Education Code Act, 1890, it was made unnecessary in evening schools that elementary instruction should be the principal part of the teaching given by School Boards.

It is clear that for the elementary form of technical instruction which is given to those who begin to work at thirteen or fourteen, we must rely entirely on the elementary day school and on the evening continuation school.

In so far as certain forms of instruction tend to manual skill, much is being done in the better elementary schools. Thus, as has been already said, all boys are taught drawing, and it only rests with the

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local managers and the Education Department to improve the quality of this branch of instruction.

Woodwork is being taught more and more every year in the elementary schools. This form of manual training must make boys more fitted to become handicraftsmen. In the Board Schools of London last year there were nearly 42,000 boys under instruction—an increase of nearly 7000 on the previous year. In the case of girls, a larger part of their school time is spent on what may be called technical subjects than is the case with boys. Thus all girls are taught needlework, probably for an average of from three to four hours a week ; this includes in the higher classes some cutting out and the elements of dressmaking.

Cookery is being taught more and more ; the last Government report shows

that an average of 167,000 girls attended for instruction in this subject; laundry work is also taught, and the subject is spreading.

In Evening Schools

But when we pass from the day school to the evening school, we find an increasing proportion of instruction given to specialised teaching. Young people come to evening schools who, as a rule, are working during the day, and they generally come for the purpose of learning something which shall bear directly and practically on the work in which they are engaged. Thus, by the selection of the students, the evening schools have a growing tendency to become places of technical instruction. Apart from special classes under the Science and Art Department, it is found in London that the most

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popular subjects are those of book-keeping, shorthand, type-writing, commercial arithmetic, dressmaking, and similar subjects. The disinterested love of knowledge for its own sake is not the main stimulus which brings out young people in the evening after a hard day's work.

In so far as we are able to extend the more elementary forms of technical training to those who are already at work, we must do it through the evening school, and this work must naturally fall principally to the School Boards in our large towns. They have the buildings, the organisation, and the legal power to spend what is necessary where special equipment is needed for advanced instruction, mechanical workshops, electrical and physical laboratories, &c. The Polytechnics and technical institutes which are being founded in our large towns, to a great extent under

municipal management, will no doubt perform this work well for those in reach of them ; and for advanced art instruction, where drawing from the antique or from the life is needed, well-equipped schools of art should draw in the students. But much may be done and should be done by the School Boards. The danger is, that if the School Boards and the County Councils do not work in association with each other, there may be friction and waste of effort, and a failure to make each separate school or class work so as to lead naturally to a higher one, or to co-operate with those doing a similar work.

The Need of Local Authorities

The important point for the legislator and for the administrator at the present moment is the organisation of secondary

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education as it touches the borderland of elementary education, and the development of evening continuation classes as they shade into the higher evening technical institute. Any really advanced technical instruction worthy of the name, such as is given in the Polytechnics of the Continent; in the United States of America, in such institutes as the Boston Technological Institute; in England, in the Central Institute of the City Guilds and in the Newcastle School of Science, is clearly outside the competition or the appliances of the School Boards as they exist. But until, by friendly co-operation or by legislation, the School Boards and the borough or county councils are combined in a local authority able to use the resources of both, there will be a danger of rivalry, and consequently of misdirected energy and of wasted force. In order to

bring about the common action needed, legislation will be essential.

Our great towns, as a rule, have local authorities already existing. The School Boards have accumulated considerable experience. The borough councils have the whisky money, and have among them many business men connected with the industries of the district. These allied forces, both springing from popular election, both possessed of the funds needful, and having rating powers should their existing income be insufficient, could do much to secure that unity and continuity which are needed in a good local organisation of education. For secondary education the presence of the skilled teaching element is also needed, and a moderate co-opted or nominated element might do much to illuminate the intelligence of the administrators. But association and co-

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operation are essential. No departmental action, not even legislation, can bring about a good result if the two unfriendly powers are left in one district with a borderland which either of them desires to annex. No department can so adjudicate, in case of dispute, as to set bounds or limits to either combatant.

If there is not unity, there must be close association, and that association will be best achieved by following the advice, repeatedly given by the Duke of Devonshire and by Sir John Gorst, that the two local authorities should agree.

Unfortunately the advice of these two Parliamentary heads does not correspond with their departmental action. The manner in which the Science and Art Department, already doomed to death, is bestirring itself to prejudice the future in favour of County Councils, so far from

helping the solution of the educational problem, is making it more difficult. For at a moment when local authorities should try and unite, the County Councils are being egged on, by departmental inspiration, to apply for powers which the great School Boards have protested against unanimously.

If we are to bring order out of what may be described as administrative chaos, if we are to establish proper relations between concurrent local authorities, the policy of the Science and Art Department should be frankly abandoned; and the School Boards and County Councils in our large urban centres should be called upon to meet and confer, and submit some joint proposals for Parliamentary sanction.

II

EDUCATION IN BRITAIN AND ABROAD

II

EDUCATION IN BRITAIN AND ABROAD

THE want of organisation of education in its various grades has been touched upon. It has been indicated that we are not likely to obtain what would be best, namely, in our large towns one authority dealing with education primary and secondary ; in our rural counties the local authority for secondary education associated with, and partly representative of, local authorities mainly for elementary education.

There is still time to secure that, if we must have separate authorities for the two grades of education, they shall at any rate

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be brought together so as to work in harmony and on a common plan. Although machinery is not the vital force in teaching, yet, unless we have a good administrative system, we can only have good work done in an isolated way, and with no security for its continuance.

The Duke of Devonshire the other day, speaking at Derby, candidly admitted that he had but lately realised that an efficient system of technical education could only exist in association with a liberal scheme of secondary education, and that both must find their base in a broad and thorough popular education, not dwarfed and stunted as at present.

While, therefore, it must be recognised that an intelligent and general local organisation, both for elementary and secondary education, is absolutely needed if the country is either to be enabled to set up

any proper system or to work it successfully, yet there are other important conditions of progress to be borne in mind, which should be dealt with as soon as possible.

Inadequate National Support

One of them is the supply of good teachers. It has been rightly observed that a nation which concerns itself principally with primary education, and does little or nothing to develop and encourage the higher studies, will have a narrow and unintelligent spirit pervading all its educational work. In England we are in danger of suffering from this evil. We do little or nothing for our higher education compared with the leading nations of the Continent.

Visitors at Oxford and Cambridge are so

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fascinated by the beauty of the buildings, by the picturesqueness of the associations, by the venerable traditions, by the historic importance of these seats of learning, that they fail to realise how inadequate they are to the needs of the day. No doubt they have, during the last thirty years, been largely emancipated from the spirit of mediævalism and of ecclesiastical supremacy. But they are by no means equal to the duty which great national Universities should perform. Cambridge has to sue for alms to enable it to perform a national duty. The Chancellor and others make liberal donations. Individuals subscribed sums reaching up to £10,000 in some cases. But if the higher education is a national need, the nation should not make it depend on almsgiving.

Any one visiting such recent continental Universities as Strasburg, or passing

through the splendid and spacious edifices which have replaced the historic Sorbonne, will blush to compare the sums voted by Germany and by France, weighed down as they are by crushing military expenditure, with the pittance that Parliament votes for local University colleges—practically the only national contribution to the higher learning. In a sense, endowments have been the curse of secondary and higher education. Popular imagination has exaggerated their value; the unreformed or inadequately reformed character of their government has made them, such as they are, less available than they should be. They are still the stronghold of ecclesiastical privilege, and their irregular distribution leaves wide tracts of the country unprovided, while their existence makes many fail to realise the need for a

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national provision, and reformers have wasted time in trying to make these riches more available, when they might have set up a system relying on adequate public support. The function of the University in the Middle Ages was to train teachers. The Master of Arts was by his title a teacher, and if we are to get an adequate supply of teachers for our secondary, and even for our elementary schools, we must thoroughly reform and extend our highest places of learning.

But beside the ancient Universities this century demands a fuller recognition of modern science. It may perhaps be said without exaggeration, that in the experimental sciences the progress of this century equals that of all the previous ones. This great expansion, which is common to the civilised world, demands a corresponding

expansion in the means of teaching, and certainly, for what is commonly understood as technical instruction, these sciences are a most important foundation. Let us look at the Continent, to Leipzig, Dresden, Charlottenburg, Zurich, and many other towns: the buildings, equipment, and professorate of what are known as Polytechnics are on a University scale, and of University thoroughness. Oxford and Cambridge have done something, with the limited means at the free disposal of those Universities, to recognise the new wants of the day, though what they have done falls short of what the local University Colleges at Manchester, Birmingham, Leeds, Newcastle, and other places are doing.

The best English Schools of Science

Still no one would say that the best of our English Schools of Science are at all on a level with those of the Continent. A young man wishing to be a mining engineer would probably, after spending three years at the Newcastle College of Science, perhaps the best in England, with advantage go to Germany to complete his training. The lavish allowance of space in chemical laboratories on the Continent shows what is there thought necessary for the higher research work which is essential for training the really scientific chemist.

These great buildings, with their costly equipment, are beyond the range of private munificence in England. We view with gratitude the foundation, and we praise

the memory of Owen, Mason, and others. But gifts of £100,000 or £150,000, though liberal, are soon swallowed up by the needs of these higher schools of scientific study. If the nation can afford to stand on one side, we require benefactors on the transatlantic scale of Cornell, Rockefeller, John Hopkins, and Leland Stanford. But England has no right to wait, hoping for such benefactors to come forward. What England needs, England can afford to pay for. And the foundation of such colleges, involving a capital expenditure for each of perhaps £250,000 to £300,000, should come mainly from the nation as a whole. A school of mining engineering, of electrical engineering, of advanced chemistry, will benefit trade and industries throughout these islands. They should be placed in the districts where these industries are dominant, and where the local leaders in

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these industries can be associated in the management of the schools, so as to keep them in touch with the industrial needs of the country. But the schools themselves, and a large part of their maintenance, will have to be provided by Parliamentary grants. The sound principle is, that the more elementary the teaching the more local should be the burden of the cost and the right of management, the higher the education the more national the maintenance and the supervision. Through the unfortunate historical development of our popular education, or rather the historical causes which have obstructed that development, the tendency in England has been the other way. But if we are to have a proper supply of teachers fit to take charge of the new secondary, general, and technical education, we must have at least some fifteen or twenty first-class local

colleges either established or developed in England, instead of the twelve or so now subsisting, but many of them imperfectly equipped and poorly supported.

Lack of Unity in our System

But, as has been already pointed out more than once, there should be a unity in our educational system, and we cannot properly expand one portion unless we give fitting development to the others.

These colleges, the need of which has been proved by the foundation and development in the last twenty or thirty years of Manchester, Liverpool, Newcastle, Leeds, Nottingham, Birmingham, and other places, demand, in order that they may be fed by well-prepared scholars, good secondary schools well equipped and

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staffed. Perhaps the only town in England which can claim to have an approximation to what is needed is Birmingham. There King Edward's foundation, with its popular and largely municipal government, does much, in co-operation with the School Board at one end and Mason's College at the other, to provide an orderly sequence of instruction. Probably those who know the local needs of Birmingham will tell us that the endowments of King Edward's foundation are inadequate to meet the growing needs of the city. We want not only in Birmingham, but in all our large cities, high schools both of a classical and non-classical type, educating scholars who shall in due course proceed to the University course, whether literary or scientific.

We want, also, good schools for those who contemplate going into business at

17 or 18, without carrying their general education any further. These latter schools, at very moderate fees, with a fair proportion for free places and maintenance scholarships, should be to a great extent recruited from the elementary schools, while free to have preparatory departments of their own to which scholars may be admitted as young as 9 or 10.

Below these we need a complete elementary system in which none will as a rule leave school before the age of 14, and in which a fair proportion of the scholars, say 10 or 20 per cent., will stay on in higher elementary classes till 15 or 15½, when they will largely enter the ranks of skilled labour or the lower grades of commercial employment. No hard and fast line will be drawn, but it would be found in a well-ordered system

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that the needs and means and aims of the parents would spontaneously classify the children broadly in these groups.

There would be a constant recruiting into the higher schools of the ablest and most persevering from the lower schools. The scheme of education requires each part to be well developed, or the whole will fail of completeness. From these higher schools and colleges the teachers would be recruited; and without good teachers the scheme would remain a paper sham constitution with no reality.

Teachers Wanted

One of the most glaring errors of the Government in 1870, when they passed the Act which led to the vast expansion of elementary education, was that they did nothing at that time to provide for

a due supply of teachers. The denominational monopoly which prevailed in the residential training colleges was too strong to be touched, and the Government shrank from providing colleges of its own. It shrank from imposing the duty of providing such colleges on the great School Boards or municipalities. The consequence is, that persons of low qualifications and of no qualification are largely recognised as teachers. It is only now that the Government, by a departmental committee, has ventured to propose some reforms in the pupil teacher system, which still remain theoretic, because, though the School Boards are ready to co-operate, the voluntary schools are unable to meet the cost, and are therefore unwilling to support the reforms.

Meantime the woman over 18, whose only qualification is that she is approved

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by the inspector, has multiplied till there are now more than 14,000 of them employed, as against less than 5000 ten years ago; and the advocates for their retention, bodies such as the National Society, plead for their retention on the ground that many of the best of them are pupil teachers who, having failed to pass their final examination, would otherwise be disqualified from teaching. A little has been done of late years to enable teachers to be trained in the local colleges. But far more needs to be done, and this new mode of training should be aided by the Government as liberally as the residential colleges are aided. Certainly, if we are to have a proper system of secondary and technical instruction, the error of 1870 should not be repeated, but steps should forthwith be taken to provide the teachers for the schools it is hoped to develop.

It should be remembered, that if it were determined to-day to take steps to train these teachers, it would probably be four or five years before the teachers so trained would be ready to take up their appointments.



III

TECHNICAL EDUCATION FOR THE INDUSTRIAL CLASSES

III

TECHNICAL EDUCATION FOR THE INDUSTRIAL CLASSES

THE need of higher institutions for advanced scientific instruction on the lines of the continental Polytechnics has been touched upon ; and also the need to prepare teachers as an urgent matter to be taken in hand at the outset, if we desire to fit the “captains of industry” for their peaceful struggle in the competition of the world.

But we require also to train our non-commissioned officers, both industrial and commercial. This training, so far as it is encouraged by the State, is at present scanty and lopsided.

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The endowed schools up and down the country, other than the great boarding schools, have been slowly reformed through the action of the Charity Commission. The tendency of this reform has been towards abolishing denominational restrictions, towards widening and popularising the governing bodies, towards modernising the curriculum. The fact that the work has been incomplete and imperfect must not prevent us from recognising that some good work has been done. More would have been done but for the powerful interests opposed, the fear of which has constantly restrained the action of the Commissioners.

Thus, although there is an appeal to the Privy Council on questions of law, yet there is also power for either House of Parliament to throw out a scheme by an address to the Crown. This power has

been repeatedly used in the House of Lords in opposition to schemes which were admittedly within the powers of the Commissioners and in accordance with law. To take a few instances of this action in all grades of educational foundations. When the Oxford Colleges were last reformed by a Commission appointed by a Conservative Government, it was enacted that fellowships should be lay, and open with certain exceptions. In the case of Lincoln College, the law required that all the fellowships should be so thrown open. The Bishop of Lincoln, however, as visitor of the College, desired and pressed his claim that one or more fellowships should be permanently retained for a fellow in holy orders. This limitation was held to be illegal, whereupon he prevailed on the House of Lords to throw out the new Statute, and Lincoln College re-

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mained the one unreformed college of the University of Oxford.

In Wales, under the Intermediate Education Act, there has been more than one scheme which has similarly been thrown out because limitations to the Church of England were proposed to be abolished, being in opposition to the law. Similar cases of grammar schools elsewhere might be quoted, and Lord Salisbury has expressly laid it down in his place in the House of Lords, that this power of throwing out schemes is not subject to any legal limitations, and that it should be used, and will be used, when the Church party consider the literal interpretation of the law would inflict hardship on what in their judgment ought to be a Church endowment. In 1898 this power was exercised in opposition to a scheme promoted by the Education Department, over which the

Duke of Devonshire presided, and the President of the Council had to stand by and acquiesce when his official recommendations were thrown aside by his colleagues.

Another difficulty in dealing with local endowments, so as to help to build up a general system of secondary education in a county, is the prevalence of local jealousies and the unwillingness of a small locality to see the area extended within which an endowment is to operate. The bill for the reform of endowed schools, which sprang out of Lord Taunton's Commission thirty years ago, contemplated, in accordance with the recommendations of that Commission, the creation of local commissions covering an extensive area, in many cases of several counties, who should to some extent pool the endowments and arrange a scheme of studies

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and grade of schools so as to meet the general needs of a wide district.

This part of the bill was dropped in accordance with the usual course of English legislation, in order to save the remainder. A little was done in Devonshire to accomplish some of this object by a local body, on which the present Archbishop of Canterbury, then Bishop of Exeter and the late Earl of Devon worked hard, and with a certain measure of success. But some powerful local body, extending over a wide area, is still needed to organise that higher instruction which requires a large area to maintain adequate classes and well-equipped institutions. Its local character would enable it to surmount those local jealousies which will defeat the action of the central executive.

*The Science and Art Department and
County Councils*

It has, however, already been pointed out that it is not to the better use of reformed endowments that we must look for the principal means of creating adequate institutions for secondary teaching. The State aids the type of instruction with which we are at present concerned by grants from the Science and Art Department, and by the whisky money entrusted to County Councils. It has also conferred a permissive power, very little used, of levying a penny rate.

As to the money entrusted to the County Councils, that is used with great freedom, and in most various ways. From lectures on bee-keeping and cottage

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gardening to villagers, up to the maintenance of important and well-equipped technological institutes, such as the one now building in Manchester, the range and variety of the operations of these local bodies is very wide.

They have, of course, made many mistakes, as was inevitable when bodies of no educational experience found themselves in possession of considerable funds, with numerous and pertinacious applicants.

They have worked largely by means of grants in aid, and to a much less degree through institutions completely under their own control and management. Naturally, the habit of bestowing their patronage very much in accordance with their own free will has made them powerful among the existing places

of education under private management, and the deference with which they are treated reproduces the atmosphere of a sovereign and his courtiers. There is reason, however, to think that gradually in the towns the full responsibility for the institutions aided will drift to the public body.

In London the numerous Polytechnics that exist have been largely built and enlarged by voluntary subscriptions, stimulated by the promise of grants from the city parochial charities, and the County Council has endeavoured to direct its grants more to maintenance and special equipment than to erection. But as public aid supplements more and more private liberality, it is found that the stream of voluntary effort is running dry, and a much larger sum is being inserted in the estimates of the coming year on account

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of capital expenditure. The smaller feeders to Polytechnics which are springing up, and which will spring up, such as the institutions at Wandsworth, Norwood, and elsewhere, will look almost entirely to the County Council for financial support ; though, of course, if by union with the School Board the work of technical education were done co-operatively, there is no reason why the School Board should not in its evening schools exclusively develop this earlier work of technical instruction up to the age of 17 or so, and in the earlier stages, where the same elaborate equipment and apparatus are not needed as for the more advanced instruction.

Too one-sided Encouragement

In addition to the whisky money, amounting to about £700,000 a year, spent through the County Councils, there is a considerable sum spent by means of Science and Art grants for the advancement of those branches of learning which are now treated as part of technical instruction. Thus in 1897-8 more than £182,000 went in grants for science; nearly £90,000 for art; and £87,000 was spent in services common to science and art; making a total of nearly £360,000, exclusive of the grants for drawing in elementary schools. These grants, originally intended mainly for the industrial classes, are now being diverted through departmental action to middle-class education. Thus schools conducted by com-

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panies dividing not more than 5 per cent. are now allowed to receive grants, which consequently go to keep up dividends, and not to improve education. There is no restriction from earning grants, no matter how high the fee of the school or the income of the parent; there is a slight deduction from the grant for mathematics in the case of certain endowed schools, but otherwise the grants of the Science and Art Department may aid the richest schools and the richest scholars.

Even now, however, the majority of the scholars in what are known as "Schools of Science," which are the highest type of school known to the Department, and in which the grants may amount to about £5 a head on the scholars, are in Board Schools. But of late years there has been a tendency for grammar schools to

convert themselves into "Schools of Science" for the sake of the grant, and the policy of the Science and Art Department seems for the moment to favour these at the expense of the School Boards.

Whether, however, this development of instruction is to be allowed peaceably to grow under the School Boards, as has been admitted by Royal Commissions, departmental committees, speeches by presidents and vice-presidents, or whether it is to be hampered and assailed by the official action of a Department now under sentence of death, the fact will remain, that the encouragement given to technical instruction by the Science and Art Department is at present too one-sided.

Commercial and Modern Subjects

The country needs commercial and modern subjects quite as much as science ; and the cleverest and most ambitious boys in our large towns, whose fathers are sufficiently far-sighted to make the effort to keep them at school up to 15 or 16, seek openings in commerce as well as in manufactures. People complain that we are overrun with German clerks as well as with German chemists ; whether that be true or not, we need English clerks as well as English chemists. Modern languages, commercial arithmetic, geography, some knowledge of economics and trade, power of composition, letter-writing, précis-writing, shorthand—all these, are important in the equipment of the youth who seeks employment in the commercial houses of our

great cities. But the School Boards in our great towns, which educate these boys, are bribed to give them an almost exclusively scientific training by the large grants attached to this training and by the non-recognition of the more literary training. In a School of Science fully sixteen hours a week must be given to the obligatory scientific subjects. What is needed is the recognition of a curriculum in which sixteen hours will be given to English, languages, literature, shorthand, geography, book-keeping, and such subjects, with perhaps ten hours a week to science and drawing. If this curriculum were aided as liberally as the other, the School Boards would not be tempted to pursue the one exclusively. The higher education is more costly than that given in the standards; the classes must be smaller; the teachers must be fully qualified; and

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the nation should aid local effort by reasonable grants. Both kinds of higher education are needed, and therefore both should be encouraged in such a way as to leave the school managers free to give that which is most suited to the varying needs of the scholars. The Commercial Schools, like the Schools of Science, should take boys from about the age of 13 to 16, though those who left half-way through the course would leave greatly strengthened and improved in the ordinary elementary curriculum. But of those who went through such schools the bulk would enter on business about the age of 16; a certain per centage might go on either unaided or with scholarships to higher courses, both commercial and industrial, which would fit them for still higher positions in the active world of business. Such schools as these it should not merely be the right, but the

duty of the School Board to establish in our populous centres, at any rate in towns having upwards of 20,000 inhabitants ; and arrangements might be made whereby scholars from the surrounding districts should attend them, the local authority paying the cost as in the case of schools for the deaf and blind, where provision for such contribution is made where a local authority cannot conveniently set up a school for itself.



IV

COMMERCIAL EDUCATION

IV

COMMERCIAL EDUCATION

THE need of institutions of University quality for higher scientific and technological teaching has been dwelt upon. The local activity of the last twenty years or so has been recognised, and at the same time it has been stated how little we are doing compared with other nations both in Europe and beyond the Atlantic. The need for a similar expansion in our ideas of what is needed for the intellectual training of those who are to direct our world-wide commerce has also been touched upon, and it has been indicated that for the lower grades of commercial employment the School Boards should be

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called upon to take up work similar in scope to that now dealt with by the Schools of Science—that is a curriculum ranging from 12 or 13 up to the age of 16, and grafted on to the ordinary elementary school.

But we need quite as much advanced teaching of a University stamp for our commercial as for our industrial leaders, for our distributors as for our producers. This is beginning to be felt, but only confusedly.

Not long ago Mr. Chamberlain, when speaking on behalf of a University for Birmingham, laid down that there must be a faculty of commerce, and if we only know clearly what we mean by this, and have an accurate idea of what is the proper range of theoretic teaching, and where the practical experience of the counting-house should come in, it would be very desirable

to have a faculty which should rather be called one of Economic and Social Science than be given a name so prematurely practical as "Commerce." There are high schools and seats of learning for this advanced education. M. Boutmy's well-known institution in Paris has made its mark. In London the School of Economics, in Adelphi Terrace, under Professor Hewin, has been doing work of a very high class ; but its efforts have been those of a pioneer indicating summarily the spirit in which such studies should be pursued, but quite unable, with the means at its disposal, to meet the real requirements of the situation.

What is greatly to be feared is that public opinion in the commercial world is at best at the stage of a vague dissatisfaction with things as they are, but does not realise how thorough and how purely

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intellectual should be the preliminary training of the man of business.

Again, our public bodies in charge of public funds, who might help this advanced education, are tainted with Philistinism. The highest kind of instruction in an advanced School of Economics can at the present day command very few students. At the London School of Economics, a course of lectures in the methods of framing, calculating, and analysing statistics, was recently given by a distinguished mathematician, formerly a Senior Wrangler, who had devoted years of study to this question. The course was naturally attended by very few, but among these were experts, Government statisticians, and men of similar calibre. But, measured by results and by the cost per unit of attendance, this instruction seemed unduly costly to persons whose intellectual

level is adjusted to the bourgeois standard of something a little beyond a higher grade Board School. Until we have well-educated people entrusted with the direction of education, or at any rate until, by habitual dealing with educational questions and by contact with educational experts, the rulers of our educational administrative bodies are themselves somewhat educated, we shall not get that appreciation of what is needed, which is one of the first conditions of intellectual progress.

We are constantly brought back face to face with the same problems : that education is one, and must be dealt with as a whole ; and that it is with the increasing civilisation of the whole nation, that our systematic and collective recognition of what is a worthy intellectual training for life will grow and develop.

"A General Education of a Modern Type"

Even if we had suitable institutions, with able teachers and a well-arranged curriculum, for the higher economic education, they would languish for want of scholars so long as successful commercial men, who have fought their way to the front by sheer vigour with incomplete intellectual training, fail to understand the need of this training. It is admitted that no school teaching can make up for the want of the vigour, the resolution, keenness, and mental alertness which are partly natural gifts and are partly the compensation of those who have battled with want. Those brought up in the stern school of life will probably beat in the struggle those whose fathers fought the battle and who are themselves brought up in an

atmosphere of self-indulgence. Nevertheless, mental training of a systematic character will largely increase the power and effectiveness of those who possess the first requisites of endurance, courage, integrity, and prompt insight. But as Ruskin was never tired of proclaiming that you can have no real art by the mere study of art as an isolated expression of the human intelligence, but that the art of an age is one form of the spirit of an age, and is the outcome of all the forces which fashion each generation—so we cannot have a true intellectual life in the school or the college unless we breathe more of that life into the general society from which the students and the teachers are recruited. England has been successful in the past because it possessed certain valuable qualities of character, partly the result of its free institutions. But the

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English were successful in spite of the lack of efficient intellectual discipline and systematic training, not because they had neglected them.

There is little fear that the English will err on the side of being visionary, theoretic, unpractical. There is fear that with national arrogance they may despise the qualities they have neglected to cultivate. It is a wholesome discipline for a country to long for and to seek the things it has neglected. The permanence and force of English tradition will take care that we are not wrapped in the swaddling clothes of a centralised bureaucracy, or that we do not pass under the dominion of idealising pedants..

In the lowest range of instruction above the elementary, the general opinion is that we shall gain more by perfecting within

the possibilities of school life a sound general education of a modern type, than by imparting some of the technicalities of the counting-house before we have thoroughly developed the intelligence. Thus, in arithmetic, general arithmetic, and algebra, dealing with problems and concrete examples, may be better than the teaching of book-keeping.

But, of course, for those who have to earn their living at 15 or 16, the school must be prepared to meet the wishes of parents and give a practical turn to the teaching, since on the practical character of the teaching depends the chance of obtaining a good situation.

*Co-operation of Commercial Employers
Wanted*

The great commercial employers, however, in such centres as London and Liverpool, might do much to improve the schools if they would appoint their junior clerks through some general examination. The character of that examination would rapidly and inevitably determine the character of the teaching in the higher grade schools, and we can only hope that gradually employers, and the higher clerks in their establishments, would learn that it is better to get the services of a well-taught youth, who in a year or two will acquire the special knowledge required in their office, rather than to get a drudge who for the moment is more useful in mechanical work, but who has

little elasticity or power of further development.

When, however, we turn to the higher posts, to which the great employers destined, if possible, their sons and their friends, the training should be wide and generous, and the Commercial University, as Mr. Chamberlain would call it, the higher school of Economics and Law, as I would rather conceive it, should be far freer and more intellectual in its methods.

Of course, if men of business will have none of this teaching, and will not find places for the persons so taught, the establishment of higher schools will be a failure, and will degenerate into a place for turning out lecturers and professors, not practical men.

We can all readily understand the criticisms which will be made. The

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counting-house and the office are the places where businesses are learnt. You must go in young to bear readily the drudgery of the earlier years. You must not acquire the habit of slackness or self-indulgence which are associated with places like Universities, where young men of the comfortable classes congregate, and where amusement and athletics command more admiration than earnest work.

There is an element of truth in these objections, and our seats of higher learning have undoubtedly been captured by the rich in such a way as to relax the fibre and to weaken moral energy.

It is to be desired that these dangers should be guarded against, and, if the new commercial universities are placed in suitable centres, probably the deter-

mined spirit of self-reliance and the wish to get on, which, though not the noblest motive, is the most powerful incentive in the world of business, will keep the tone earnest and thorough.

The Type of College Required

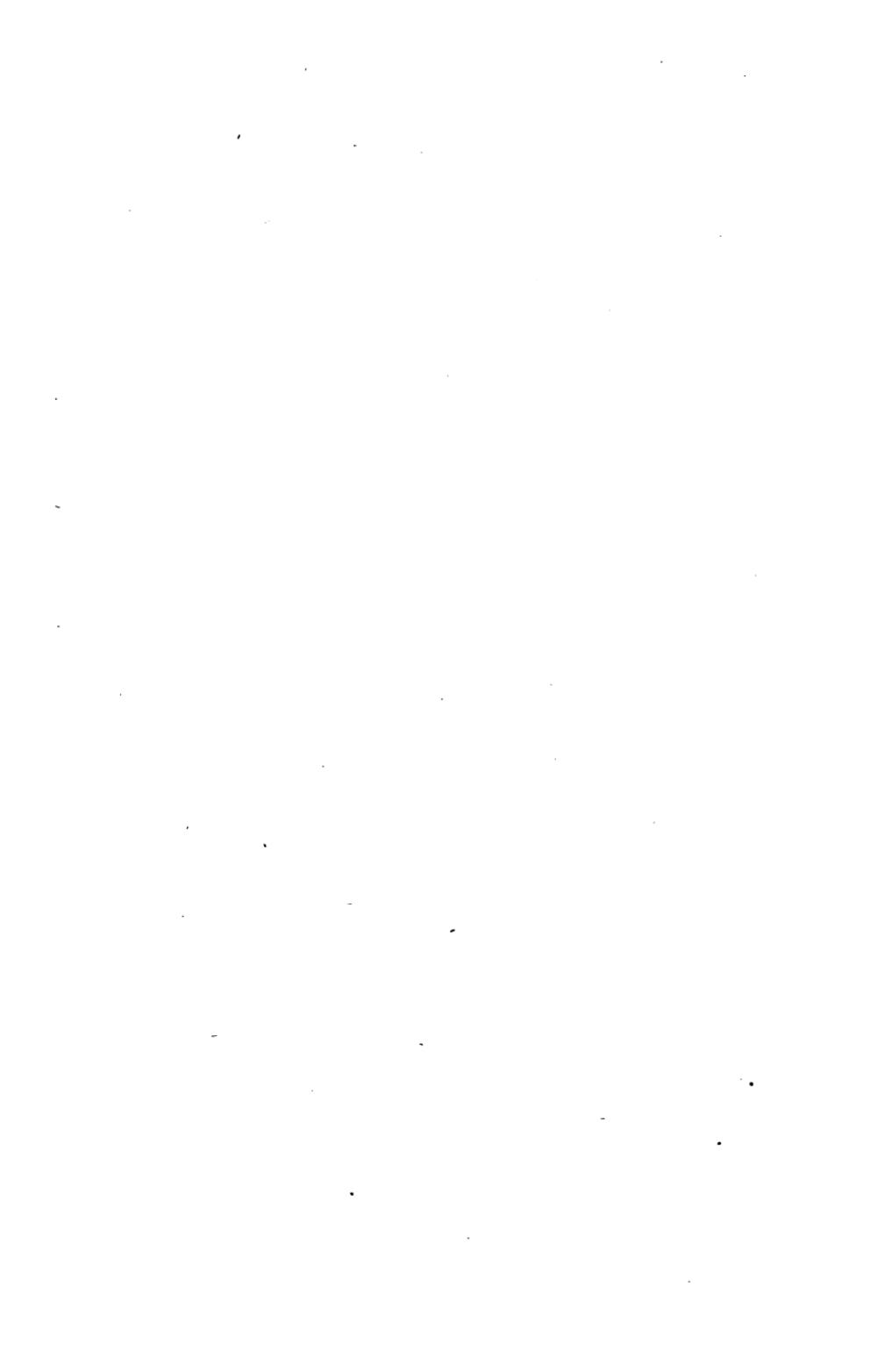
Owen's College, the Yorkshire College, the Newcastle College, situated in centres of industry, and frequented by poor men who are making a considerable effort to meet the cost of their education, are probably satisfactory in this respect, and those who pass through them go forth determined to struggle and make their way. We must turn away from the fascinations of Oxford and of Cambridge, as dangerous as the island of Circe or the land of the lotus-eaters for many young men who are not disciplined by

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character so as to resist the temptations. It is an unfortunate thing in this country that where there are the richest endowments the rich have taken possession, and the cost is highest. Take, for instance, Oxford, Cambridge, Eton. Even in London the wealthy endowments of Dulwich and St. Paul's have not prevented the fees being exceptionally high, while hard-working foundations, such as Dame Alice Owen's School, struggle on scanty means with low fees, and yet do good work.

Some day the Charity Commissioners or a new Education Department may remedy this scandal, and provide that endowments shall be used for the purpose of including the ablest of the poor in the opportunities of the best education ; but, disregarding these endowments, seeking rather to found a new system, let

us hope that by the co-operation of the State, of public bodies, of the great commercial employers, and by an adequate representation of trained intelligence, possibly through some arrangement of nominated governors, we may see in a few years the establishment at least of a beginning of a cultivation in the moral and economic sciences as the intellectual basis on which British commerce may found the training of its chiefs.



V

*TECHNICAL AND SECONDARY
EDUCATION AUTHORITIES*

V

TECHNICAL AND SECONDARY EDUCATION AUTHORITIES

IN dealing with the organisation and correlation of intermediate, secondary, and higher education, and with the proper development of the technical side, whether scientific, industrial, or commercial, we have to consider in what form the nation shall aid and superintend its growth. Almost all will agree that in this country we must rely in an increasing degree on the co-operation of local representative bodies, and the adjustment of their rights will be one of the difficult problems of the near future.

But, in any case, we shall require an

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Education Department responsible to Parliament and charged with the duty of presiding over the local bodies, and, with due limits, of controlling and superintending them.

Our Central Education Authorities

At present we have three central education authorities. The Education Department at Whitehall, mainly concerned with elementary education, but, through the evening schools, the preparation of pupil teachers, and the training colleges, concerned with secondary education. The Science and Art Department, answerable for Parliamentary aid to these portions of secondary instruction comprised under science and art, and with a certain supervising authority over the administration of the

Technical Instruction Acts. And we have also the Charity Commission, which shares with the Education Department the framing of schemes for the administration and reform of educational endowments, and which is also authorised to act so as to secure the honest administration of endowments in accordance with the terms of the several trusts.

The Education Department at White-hall has also a limited authority to inquire into, and report upon, the local colleges aided by the recent Parliamentary grant.

It is contemplated to recast these various administrative departments, but the proposals give us no complete system. The Charity Commission is still to subsist, and, in the opinion of many persons, the powers transferred from the Charity

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Commission to the Education Department are insufficient. The Science and Art Department originally came into existence in deference to industrial, not to educational, demands, and for some years it was under the Board of Trade. For about forty years it has been a branch of the Education Department, and up to 1896 it retained so much of its original character that it proclaimed in its official constitution that it was intended mainly to spread the knowledge of the subjects it encouraged among the industrial classes. This limitation has disappeared. Schools maintained for profit, and in which high fees are charged, are permitted to earn grants, while every effort is now being made to prevent School Boards, which are mainly concerned in the education of the industrial classes, from participating

in grants. In short, there is evidence that the officials of South Kensington have for the last two years been endeavouring to transform their department from one administering a vote "to promote instruction in Science and Art, especially among the industrial classes," into an authority for secondary education.

This department, however, after being recently the subject of the severest censure applied to any Government Department by any Parliamentary Committee, will be extinguished if the new bill introduced into the House of Lords by the Duke of Devonshire should become law; and henceforward one educational department, under one responsible minister, will administer the whole of the educational work of the country. It is, however, contemplated in the bill that this department will have two

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sections—the elementary and the secondary—with separate important secretaries. The bill is a mere skeleton, and should it become law, much will depend on the spirit in which it is worked. Undoubtedly much will be left to departmental discretion, and much must be left to departmental discretion.

An administrative machine must be capable of easy adaptation to changing requirements and to the new demands of an educated public opinion.

Recently the friends of progressive education have complained bitterly of the administrative action of the Education Department. It has been charged with straining and even violating the Acts which it has to administer. But for such administrative malfeasance there is no effective remedy short of impeachment, and when Parliamentary opinion

is ripe for applying that remedy the official attitude which called for correction will long have passed away.

Liberal reformers in the field of education must recognise, even while they are suffering from what they deem administrative oppression, that their only real remedy is criticism and an appeal to public opinion. Parliament is the supreme tribunal, or rather, for executive purposes, the House of Commons, which makes and unmakes ministries. Legislative fetters, imposed on administration, may be imposed in a spirit hostile to progress, and, once imposed, remain binding until the House of Lords is pleased to loose them. But if we look to the corrective of an adverse vote in the House of Commons to set right departmental vagaries, we shall not have to wait for ever.

A Step in the Right Direction

It was the criticisms that came from the Government benches, from such men as Major Rasch, Mr. Gray, Sir Albert Rollitt, Sir John Kenaway, and others, that killed the Education Bill of 1896. The speeches also of Sir William Hart Dyke and of Professor Jebb showed that there is an enlightened educational conscience which will tell within the Conservative party, and make that party wiser and more progressive than its titular leaders.

We may therefore welcome a bill which gives more administrative power to headquarters in the guidance of all grades of education ; though under the present departmental constitution the seed sown may not germinate till the winter frosts have passed by, and we welcome the

return of an Educational Spring under some other constellation than that which now determines its destiny.

For the present, however, there is reason to fear that when the Science and Art Department seems to disappear it may be resuscitated in another form, and that whatever official effort can do will be done to arrest the growth of popular education, and to make state aid for Science and Art a middle class monopoly.

However, we may at least hope that under unity of official direction we shall obtain codes which will be more intelligible than the Directory of the Science and Art Department, of which the secretary might say, as was said of Merlin's book of magic, "And none can read the text—not even I. And none can read the comment but myself."

We may then not have a department

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offering illusory assurances in the Directory of the continuous right of School Boards to maintain science classes, and writing at the same time that School Boards have no legal power to establish or maintain such classes. In short, we may hope that the glaring contradictions between the speeches of Parliamentary chiefs and the official letters, written, as we must suppose, by their instruction, may cease.

The secondary teachers have been very anxious to secure permanent representation in the future National Authority by means of an advisory council. What was known as Colonel Lockwood's Bill represents the high-water-mark of their aspirations. In the struggle that has been going on, with a view to determining the lines of future legislation, there has been a triangular duel, in which the

municipal authorities, the great School Boards, and the teachers of secondary schools have been engaged.

The political heads of the Education Department have determined to accomplish indirectly by a *coup d'état* what they failed to accomplish through legislation, and to give all the power they can to municipal authorities. This part of the plan will stand over for the present, but obviously the Government hope, by means of the *fait accompli* of Clause 7 of the Directory, so to prejudice the situation that ultimately Parliament will be forced to confirm what they have done.

Local Authorities

The secondary schoolmasters despise the elementary schoolmasters and the elementary school authority. They live

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in fear of any kind of municipal interference or inspection. If they must submit to some kind of superintendence, they would rather it were in the nature of some inspection emanating from the Universities, or from a Board which should be largely made up of their own representatives. They have the mistaken analogy of the Conseil Supérieur of France, a country in which the teaching profession, from the University to the Communal School, are all civil servants and State officials. The Duke of Devonshire, by bill and by speech, has dashed their hopes to the ground, and warned them that a Government department cannot abdicate its authority or share its responsibility with any outside body.

The official administrator on behalf of County Councils gives his high approval to the policy of the Government, and

stands like a guardian angel with a flaming sword at the door of the official paradise, warning off the presumptuous School Boards and the whole body of teachers, from the highest to the lowest.

The sympathy of the bureaucrat, even if he merely directs the policy of a County Council, is naturally on the side of the administrative hierarchy; and the school-masters, endowed or interested in private schools, have only escaped from rubbing shoulders with the National Union of Teachers, or suffering either from the encroachment or administration of School Boards, in order to pass the jurisdiction of Town Councils and of County Councils, guided by those superior persons who have passed through University Extension and secretaryships of local colleges to the wide range of functions which char-

acterises the technical Boards of County Councils.

One good thing may result from the development of the organisation of Secondary Education : that is, the exclusion of the ecclesiastical element, and the avoidance of theological controversy.

There is little doubt that the Byzantine activity concentrated on theological discussion which characterised the School Board for London, from 1891 to 1894, under the influence of Mr. Athelstane Riley, alarmed the country for the consequences, should such a body have a large share in the management of Secondary Education. It was no use to plead that for more than twenty years the School Board had been undisturbed by such discussions. It was no use afterwards to point out that the storm had passed away ; that Mr. Riley, in despair, had shaken

the dust off his feet, and had abandoned an impossible attempt to convert an elective municipal body into an ecclesiastical synod. In vain had the downfall of Mr. Diggle, brought about largely by Mr. Riley, warned future "Moderates" that ecclesiastical wrangles were distasteful to the mass of Englishmen. Many of the public turned at that date to the municipalities as the secular organisation they were longing to find: bodies from which clergy are by law excluded. And although theological controversies have now invaded the field of general politics, there is still a strong belief that the local authorities elected mainly for sanitation, draining, building bye-laws, highways, and similar unexciting purposes, and elected by a system far removed from the cumulative vote, which directly invites sectarian combination, are less likely than

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the School Boards to be used by the clergy of various denominations for the purpose of emphasising denominational differences.

It is perfectly true that so long as we maintain a dual system of State-aided schools, the one under private and mainly ecclesiastical management, the other municipal and lay, so long as the growth of the public system and the improvement of popular education are resisted step by step by the receding forces of denominationalism, the School Board will be in danger of exaggerating the ecclesiastical side of English public opinion, and of ignoring that healthy indifference to shades of doctrine, which characterises the average Englishman. Those who desire to complete the edifice of educational administration in England, by setting up, along with an

effective central Parliamentary authority, suitable local administrative bodies for the whole of education, must, if they desire School Boards to take a proper share in the work, strive to secure that School Boards shall be chosen not only for adequate areas, but also by a mode of voting which shall appeal as much as possible to our common citizenship, and as little as possible to our ecclesiastical divisions.

VI

THE HARMONIOUS WORKING TO- GETHER OF PRIMARY, SECONDARY, TECHNICAL, AND COMMERCIAL EDU- CATION



VI

THE HARMONIOUS WORKING TOGETHER OF PRIMARY, SECONDARY, TECHNICAL, AND COMMERCIAL EDUCATION

IN dealing with various kinds of secondary and technical education, questions of organisation and administration have been touched on incidentally. It is, however, worth while to consider in one chapter how primary, secondary, technical, and commercial education may be worked in efficient harmony.

Some may think that the drift of official opinion and official action have made speculation on this matter idle; that the departmental action of the

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Science and Art Department has pre-judged the question, and has secured administratively that supremacy of County Councils in secondary education which the Government was unable to obtain from Parliament.

There is, however, still time to urge pleas in favour of a wiser and more comprehensive settlement.

Authorities for Rural Areas

No doubt the best scheme for local administration for all below Universities is to have one authority for primary, secondary, and technical education working in suitable areas, which should certainly be not smaller than the county or the county borough. All schools aided or maintained from public sources should be under this authority, but in rural areas

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there should be subordinate authorities, or School Boards, for primary education, in districts of moderate size corresponding with the district council area or urban sanitary districts of not less than 8000 or 10,000 inhabitants. The authorities should be universal, and should have the main responsibility for the elementary schools, but there should be some adjustment between them and the county authority, the details of which would require full and careful consideration.

These subordinate School Boards would carry forward elementary education to a point beyond what we now can hope for in rural districts. They would be called upon to set up higher grade schools, or at any rate supplementary classes beyond the standards, in the small market towns and other suitable centres. In doing this they

would give effect to the recommendations of the Royal Commission presided over by Lord Cross, who reported (p. 169, Final Report) that such schools would be a "Useful addition to our school machinery for primary education. In certain cases the object of such schools might be secured by attaching to an ordinary elementary school a class, or section, in which higher instruction was provided for scholars who had passed the Seventh Standard. In Scotland liberal grants are now made to the managers of elementary schools for advanced instruction to scholars who have passed the highest standard, and we see no reason why English children should not be afforded like assistance for continuing their education. This arrangement would facilitate the provision of such higher instruction in the smaller and less populous

school districts. . . . It is to be regretted that no practicable suggestion was made for extending any such higher education to rural districts, or, indeed, to places with populations below 10,000 or 15,000."

Should the foundation of our rural education be based on public management and public support, in areas of the reasonable size indicated, and under some supervision of the larger educational authority of the county, we should do much to attain the object now desired by the Duke of Devonshire and others —to secure a suitable development of secondary education by means of a primary system no longer cramped and stunted.

Municipal Authorities

In large urban districts, such as county boroughs, there is no reason why primary and secondary education should not both be under the same authority. But we are face to face with the fact that whereas in Scotland Parliament made the School Boards local authorities for technical education, in England the authority was made municipal not educational, and, further, Parliament merely conferred a power without imposing a duty.

The consequence has been that, with very few exceptions, the power has not been used, and that the rate levied in England for technical education is trifling in amount. It was not till the whisky money was bestowed on the County

Councils that any serious impulse was given to the local development of technical education. Here, too, we had a new anomaly introduced into our educational system. The Technical Education Act of 1889 recognised counties and all urban authorities as authorities for technical education. But the whisky money was given to counties and to county boroughs, and thus some smaller boroughs, which were already rating themselves for technical education, found themselves reduced to plead as suppliants to the County Councils for their share of Parliamentary aid.

Technical education has been so widely interpreted, that it can be made to include a somewhat incomplete system of secondary education, and thus we are drifting into recognising the technical authorities, or some of them, as secondary

authorities. But this has two evils.

1. The authority looks upon secondary education through "technical" spectacles —that is, from too material and profit-seeking a point of view. They forget the wise dictum of Mr. Goschen, that "we need knowledge not only as a means of livelihood, but as a means of life." 2. The authority is not only not educational in its constitution, mode of election, and principal duties, but it is in danger of antagonism to the local educational authorities. There must inevitably be many points at which the work of primary and of secondary education touch each other and overlap. To secure a good understanding, co-operation, and economy of effort, the authorities concerned with these two branches, if not identical, should be closely united.

One Authority for Primary and Secondary Education

To take two or three instances of such points of contact. First, the training of teachers. A further supply of trained teachers is an essential requisite for the improvement and growth of our elementary schools. The area of the county, or even of two or three small counties, is a suitable area within which to provide such training. The management of a training college would be naturally linked with the management of the local university colleges, though not necessarily identical. There might well be the training college authority, as in Scotland, using the local university college for a part of the instruction. But the cost and management of the

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training college might well fall on the local secondary authority, or on a representative committee of two or three such authorities. The elementary school authorities, on the other hand, would be well fitted to supply the practising schools, and to throw open their other schools as schools of observation to the students in training. Moreover, the students as pupil teachers would have been under the charge of the local elementary authority. These various points of contact indicate the importance of a close sympathy and association between the various bodies, if an institution in which they have all a great interest is to work well.

Take again the important question of scholarships from the elementary schools. All are agreed that a well-arranged system of scholarships is one

of the most important points needing attention in a comprehensive system of secondary education. But a scheme of scholarships with an ill-arranged examination may be most injurious to the schools from which the scholars are recruited. It may completely modify the teaching in the higher classes of those schools, so as to make the teaching less profitable to the bulk of the scholars. We know how sensitive the Universities and such bodies as the College of Preceptors are to the representations of the heads of secondary schools in reference to such examinations as the senior and junior local examinations, and others.

It is equally important that the secondary and primary school authorities should work in agreement in reference to any scheme of scholarships.

Moreover, we require a twofold system of scholarships leading from the primary schools; the one less in value, shorter in duration, but more numerous—mere continuation scholarships, which should not aim to remove the child from the sphere of primary education, but merely to facilitate a thorough and complete course. Such scholarships, tenable up to 14½ or 15, should be held in higher primary schools without any dislocation of the child's school life. But if the relations between the primary and secondary school authorities are estranged, it will be hard to secure the needed co-operation in the development and recognition of these schools.

In fact, if we cannot have unity, we want at least the closest union, if we are to have a strong local authority for secondary education.

A Union of Forces Wanted

At present, owing to the action of the Science and Art Department in pushing the adoption of Clause VII. of their *Directory*, which delegates the administration of Science and Art grants to such bodies as County Councils, and especially owing to that Department having broken faith with the large School Boards, and departed from their own official assurance that they would only confer their powers where they were acceptable to the School Boards, the two elective authorities—the School Board and the County Council—are assuming an attitude of antagonism. And undoubtedly, if the present policy of the Science and Art Department be pursued further, that antagonism will grow. But at the present day, when the tendency of all political

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parties is to rely more and more upon local representative forces for the development of our national life, all statesmen must regret a policy which aims at deliberately discarding and slighting the School Boards, which have done so much in our large urban centres to develop and expand our popular education. In higher-grade schools, in schools of science, in central schools for the teaching of pupil teachers, in giving manual instruction, in developing evening continuation schools, scientific, commercial, and general, the great School Boards have made their mark, and have led the Education Department itself to more liberal and enlightened views. An unbroken series of presidents and vice-presidents have testified to the good work they have done, and are doing; and it behoves the business men, and the capable citizens who watch with pleasure

the elevation of the educational level, to speak a word of warning in time to all those who, whether in Parliament or in municipal life, can influence opinion, and secure that by the united direction of our educational forces the work may go forward, instead of suffering it to be hindered by their being arrayed in opposition to one another. What can be done by the recognition of the School Board, that is, the representative will and mind of the community directed to education, is seen in Scotland. Let any one visit such places as Edinburgh, Glasgow, Aberdeen, Govan, and he will see the peaceful and harmonious progress of education from the infant school to the university under one intelligent representative direction. No doubt much that is good may be seen in Leeds, Bradford, Manchester, Birmingham, Liverpool, Bolton, and other towns, to say

nothing of London. But this good work has been done in England with a less favourable Education Act, by the will of the people who have desired this expansion. Hitherto the Education Department have acquiesced, and have followed the lead of these great School Boards. Now, unfortunately, we find that by successive alterations of the *Code* and of the *Science and Art Directory*, difficulties are being placed in the way of the School Boards, and the municipalities are being played off against them. It is, first of all, for the municipalities and the School Boards to refuse to be used in this manner. It will be for the electors hereafter to understand that their heritage of an expanding and liberal education is being endangered, and to call on their representatives to combine and come to an agreement.

VII

THE EDUCATION AND TRAINING OF TEACHERS

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THE relations of the various kinds of secondary and technical education, the authorities which should direct them, the Parliamentary authority which should supervise them—all these things are what Mr. Matthew Arnold used to call machinery. We have to look beyond the machinery to the living force—the spirit within the wheels—that is, the teacher.

Any one who takes the trouble to think for two minutes will recognise that no person can teach that which he does not know. And yet English elementary education has suffered for sixty years

from the contrary belief. The country, far from owing a debt of gratitude to Bell and Lancaster for what they did at the beginning of the century, has a serious charge to make against them: that they pretended that children could be taught by children, and the ignorant by those who had learnt yesterday the lessons they are to teach to-day.

The pupil teacher system, which was only an amelioration of the old monitatorial system, with its vices concealed and attenuated, but not abolished, is with us still; and the Education Department has just put forth a departmental report which would ameliorate it somewhat, but still preserves many of its defects; and this timid scheme of reform remains a mere paper draft, the managers of voluntary schools and the National Society having put their veto on proposals which involve

additional cost to managers ; the contention of the so-called voluntary party in popular education being that private persons are to have the whole management, and public funds are to bear the whole cost.

Teaching an Art

But our elementary system has recognised to some extent that teaching is an art, and that this art may be acquired by systematic instruction, though of course it is only by practice and experience that the teacher becomes fully proficient.

Of late years our ideas of what is needed for the professional equipment of the teacher have expanded. Formerly, the knack of standing up before a class, of controlling the unruly and rousing the sluggish, of familiarity with the rules of

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the code, and the marking of registers were thought an important part of the teacher's practical equipment. We now know that the art of teaching is based in many points upon science. Psychology is now taught in the training colleges. Even biology is recognised as part of the teacher's equipment, as we learn more and more how much mental states are correlated to the state of the body. By carefully studied physical exercises we correct the mischiefs which might result from too long a strain of the attention, too uniform a posture, too monotonous a course of teaching. The authorities of training colleges are asking that their students may be better prepared on entrance, in order that the period of residence may be mainly devoted to professional training, not to general instruction.

No doubt there are certain mechanical aptitudes which are invaluable to the teacher, especially if he have large classes and frequent changes of subject to deal with. The power of discipline, the methodical habit which, without losing a moment, finds the blackboard ready, the copy-books or drawing materials distributed at once, the orderly marshalling of the children as they take their places or file out to the cloak-room or the playground—all these have to be acquired, and some of them can be easily acquired if the future teachers gain an early familiarity with the indoor life of the school.

Qualifications of a Teacher

But for elementary schools our chief demand at the present day is for the fuller, riper education of those who will

have to teach. We do not ask for a very wide range of studies, but we ask for thoroughness in the studies that are professed. We may be satisfied with no language but our own, though a little knowledge of a foreign language will do much to teach scholars the difference between the essential facts that underlie grammar and the superficial variations that belong to the structure of the individual language. But the elementary teacher's knowledge of English should be thorough, literary, and cultivated. A feeling of good taste in the use of simple language should be the possession of every teacher, including those who teach the youngest infant; and the teacher should also have a sense of precision and accuracy in the use of language, so as to be able to impart knowledge clearly, and to correct confusion in the minds of the scholars.

Again, if elementary science taught experimentally is to be part of the ordinary elementary school curriculum, the teacher should have gone through a severe and exact course of scientific training, not very wide in its range, but in which observation and verification should have made each scientific fact acquired take its place in an orderly sequence of linked phenomena, bearing in mind that the difference between information and knowledge is the difference between the acceptance of isolated facts and the grasping of a series bound together by a chain of necessary connection. But if we pass from the elementary to the secondary teacher, we find that hitherto, while some importance has been attached to the intellectual fitness of the latter, and to his having pursued a reasonably comprehensive course of study, he has

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been left to learn his art at the expense of those whom he was supposed to teach. This is glaringly the case in respect of those who are accredited by the diplomas of the Science and Art Department.

A teacher obtains his drawing certificate, which entitles him to teach elementary drawing, merely by showing some proficiency in the power of drawing; but how he will handle a class, maintain discipline, and deal with the varying abilities of the students, is left for him afterwards to find out by slow and costly experience.

Even the art master, who is entrusted with the higher art teaching in schools under South Kensington, has gone through the most infinitesimal preparation as a teacher at the Royal School of Art. Similarly, the science master is sent forth to teach, or elsewhere, on

the faith of a first class pass, which merely means a certain amount of proficiency in the subject as tested by examiners. We need, if our science and art teaching is to be greatly improved, that those who have learnt to draw, those who have studied science, shall be subject to a period of probation or training under experienced teachers, and that competent persons shall hear them give lessons, witness the way they handle apparatus and perform experiments before classes, subject them to criticism, and make them familiar with the practical difficulties of the profession they are undertaking, before they are recognised as competent teachers fit to take charge of a class.

An Illustration

The School Board for London has recognised the need of this training where it employs teachers of special subjects, such as cookery, laundry, or manual instruction. The teacher of cookery or laundry work, even though she has nominally gone through a course which includes practice with a class of children, is appointed in the first instance as a probationer for three months, in order to be in attendance on an experienced teacher, and to acquire the art of managing a class, and of giving the whole lesson, theoretic and practical.

In teaching woodwork, the School Board for London has found in practice that nearly all the teachers engaged have been mechanics, practical skill in

the use of tools being essential for those who are to teach others to use them.

But in order that these mechanics should acquire the equally difficult art of teaching, they begin their work as assistants, and are put in centres under experienced teachers, and are further required to attend classes under the organiser of the woodwork instruction of the Board.

Practical improvements may possibly be suggested as to the way in which the art of teaching shall be acquired before aspirants are recognised as competent teachers. But in any case the principle should be insisted on, that the fitness of the teacher depends on two equally important conditions: his thorough knowledge of the subject and his power of class management, his understanding of child nature, and gene-

rally his power of clearly and effectively imparting his own knowledge, and still more of stimulating the independent activity of his class.

But if this double training is needed in the case of specialists, much more is it needed in the case of general class teachers.

The Pioneers of the New Movement

The need of this professional training is being recognised very slowly in this country. The women in this respect are in advance of the men. There are several training colleges for women preparing to be teachers in secondary schools. We may mention among others the Maria Grey Training College, the oldest of all; the Cambridge Training College; and there are a few others more

or less fully developed. Miss Beale, at Cheltenham, may claim a tribute of special recognition for the remarkable genius and activity with which the training college for teachers for secondary and for elementary schools has been grafted on to her prosperous and highly efficient college.

But in the case of men, we have hitherto done little or nothing. The University of Cambridge has made a small start through the activity of Mr. Oscar Browning. The College of Preceptors made an attempt which does not seem as yet to have done very much. But the headmasters of our great public schools and of our grammar schools, while some of them vouchsafe benevolent generalities, do not seem to believe greatly in the need of a professional preparation—which they themselves never enjoyed.

It has been suggested that endowed schools shall be required to make professional training obligatory on their staff, and undoubtedly something will have to be done shortly ; but at present it seems that a high athletic qualification adds more to the probability of a university graduate obtaining an appointment as teacher, than the possession of some practical skill in teaching, the careful study of Psychology, and familiarity with the literature of Pædagogy.

Perhaps this recognition of athletics is not so remote from the needs of education as might appear to a superficial observer.

Instruction is not identical with education ; it is not even as important as education ; it is still true that we prepare for victory in the battle of life by the training of the playing-fields of our

great schools. A recent French book appeared with the complimentary title—"On what does the supremacy of the Anglo-Saxon race depend?" The answer was, partly on the free, healthy, self-reliant life of our schools; and the master will learn much of the character of the boys, he will greatly strengthen his influence over them, by sharing in the free life of the playground.

Behind knowledge, behind training, and above knowledge, above training, is character; and a man who can stand the test of the free and searching scrutiny of the playground, and win recognition, respect, and affection there, has established human relations and a healthy ascendancy which will tell powerfully for good in the classroom. We have dealt largely, hitherto, with professional qualifications and technical schemes

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of teaching and of organisation ; but we must ever come back to that vital principle from which we started in this chapter, that above and beyond the machinery is the living force, the human personality, and in proportion as that is strong, wise, and healthy, will be the value of the system which it animates and guides.

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VIII

THE OUTLOOK

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HAVING glanced at a good many of the questions which demand an answer in connection with the growth of our National Education, we may now ask ourselves this final question: What are the hopes of the future?

The characteristic of English development is that it has been free and un-systematic. This has its good and its bad sides. Many students of education on the Continent envy us this freedom, and would gladly sacrifice some of their symmetry for our life.

We can heartily agree in this, and we may feel sure that with the strong forces

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at work in this country against centralised government, management, or control, to say nothing of the strong vested interests both of endowed schools and of private schools, and the grip that the local elective bodies, such as County Councils and School Boards, have of education, we shall not by legislation or administration set up centralised government or uniformity of curriculum. The danger rather is that these powerful forces will postpone or prevent the creation of the proper machinery for enabling the people collectively, and from public funds, to supply the deficiencies of the existing sources of education ; and also, by means of inspection, to secure efficiency in all schools and institutions which claim to be a part of the supply available for the community.

Our Educational Deficiencies Realised

Fortunately, public attention has now been awakened. We are beginning to be conscious of our shortcomings, and apprehensive of the consequences.

To be sure, for the moment John Bull is feeling chiefly through his pocket; it is the fear of industrial and commercial competition that is bestirring him. The cheap article "made in Germany," the competition of polyglot German clerks, have set him thinking. Really we want something more than the cheap, industrious clerks and the better application of science to industry. We want these, but we want what Mr. Matthew Arnold pleaded for so earnestly and so constantly. We want our lower classes to be educated, so as to be free from the

taint which made him satirically give them the designation "populace." We want them in the schools and in the homes to learn the self-respect of citizens to feel their responsibility as voters, to have the self-restraint, the thoughtfulness, the power of judging and weighing evidence, which should discipline them in the exercise of the great power they now wield by their industrial combinations and through their political action.

Turning to our middle class, that elastic and comprehensive group which contains all, from the non-commissioned officers of our industrial army—the clerks, warehousemen, foremen, and overlookers—through the shopkeeping, manufacturing, mercantile, and professional classes, right up to the important heads of all our active life—we want for them a wide, intelligent education, not cut off

prematurely by haste to turn to practical life, but as far as possible an education which shall give them intellectual and cultivated minds. Mr. M. Arnold, in his "French Eton," in his report on German schools and colleges, in nearly every one of his writings on Education, pleaded for an education for the middle class more worthy of their present position; one more on the plane of our great public schools, similar in quality to that which is given in the great state schools of Germany and of France; one which should redeem them from the charge of Philistinism.

There are several causes of the social cleavage and consequent loss of refinement and self-respect which have characterised certain aspects of English life.

One, no doubt, is the prevalence of Nonconformity in the middle class, and

the monopoly of the Church of England in the better places of education for two centuries. While the ancient Universities were unreformed, while the governing bodies of Grammar Schools were members of the Established Church, and the headmasters were almost invariably clergymen, Dissenting ministers were excluded from the opportunities not only of the higher education of the Universities, but from what is also very important—the easy social intercourse, the equal friendship that are formed there.

It may seem a trifling thing, but it is true, that a Congregational minister who has been at Oxford or Cambridge, and who has rowed in the University eight, or played in the University eleven, with or against his neighbour the rector, will meet him locally in a more natural, a healthier, and a more human way

than if he had been shut out from the common school and college life, steeped in the noble traditions of an historic past, and feeling that he had been shut out by unequal and unjust laws. We are slowly breaking down these unjust limitations. But social use retains many a bad practice after its legal sanction has been removed. The social cleavage which results from an Established Church does much to injure social life in the towns and villages of England. The separation is not one merely of theological or ecclesiastical differences, it is a separation resulting from an attitude of social superiority on the one side, which is bad for the character of those who assume it, and bad for the character of those who endure it, whether they submit and lose their self-respect, or whether they resist it and

so are forced into a contentious attitude with those whom they ought to be on terms of friendly neighbourhood. The contrast between England and the United States in this respect is most marked, and very disadvantageous to England. The gradual substitution of municipal action for private action in the management of education will do something to counteract this bad influence, and the development of the scientific side in our secondary education will lead more and more to the replacing clerical teachers by laymen.

Popular local self-government has many advantages. It develops in the community the habit of acting together as citizens, and so corrects the tendency to break up into groups and sections, whether through differences of wealth or of opinions. Even party spirit loses

its bitterness when men of different opinions, but of fairness and good sense, work together on a committee. This has been found even on School Boards where the mode of election and the maintenance of denominational schools have made the work specially contentious. And the more we can bring education under local representative management, the more we shall do to make it a civilising and humanising force in our English society.

Management of Education

Undoubtedly the details of education demand special knowledge on the part of those entrusted with it; and it may be said, how can you trust municipalities to do justice to questions of curricula, of the competence of the staff, of the

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equipment of the buildings, of the provision of scientific apparatus.

There is force in these objections, and they make it desirable that the local educational authority should be chosen for education, and for education alone, since even average men and women will become conversant with their work by constantly discussing and considering it. It has, however, been pointed out that Parliament has made this solution difficult by reason of past legislation and present administrative action. However, the importance of interesting the community in this important work, the life that results from giving the community a share in the management, the resources placed at its disposal when education becomes a public charge, all these arguments make it expedient to bring in public management, even if

that management be a part of the functions of the general local municipality. It is to be hoped that if this is to be the solution, persons interested in education and familiar with it will come forward for election, if this be one of the duties of the municipality, and no doubt if elected they would have great influence with their colleagues. Moreover, the public body must necessarily have a skilled adviser on its staff, as for sanitary questions they have a health officer; and when a local authority is responsible for education, local public opinion will gradually be brought to bear on it.

No one should seek to extenuate or deny the danger to which an intellectual function like that of education may be subject if ignorantly performed by commonplace and ignorant people. But

the possibility of making mistakes is the inevitable price we pay for entrusting government to the representatives of the community. The nation is governed by Parliament and by the Cabinet, who are not experts in the various branches of administration. But they use experts in the various government departments ; and those who believe in freedom and representative government, though conscious that in many cases we pay heavily for the want of knowledge of those in charge of our affairs, would not substitute an irresponsible bureaucracy.

The teachers and professors who have hitherto reigned supreme, unobserved and therefore uncriticised, will have to submit like others to popular government.

But they will be quite able to make themselves heard if they think they are being dealt with unwisely or unjustly.

Indeed, if anything, there is a danger that their complaints, which will sometimes be made on account of their personal inconvenience, may be too readily accepted as if made in the cause of education. No one can expect that when we start a public municipal system of secondary and higher education, especially if we discard those bodies, such as School Boards, which for more than a quarter of a century have been engaged in building, equipping, and managing schools, there will not be many mistakes made, and that we shall not have to buy our experience slowly and at considerable cost. Again, the adjustment of the new and the old, the transition from private speculation to public supply, from private denominational and clerical management to representative lay management, will also en-

